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**BOARD OF SUPERVISORS
TRANSPORTATION & LAND USE COMMITTEE
INFORMATION ITEM**

SUBJECT: CPAM 2005-0007, Arcola Area/Route 50 Comprehensive Plan Amendment

ELECTION DISTRICT: Dulles

CRITICAL ACTION DATE: September 2, 2006

PLANNING COMMISSION RECOMMENDATION:

On June 5, 2006, the Planning Commission voted 7-1-1 (Beerman, Elgin, Hsu, Klancher, Syska, Volpe, Whitmore - yes; Ruedisueli – no; Herbert - abstain) to forward draft policies (as revised on June 5, 2006) and proposed land use maps to the Board of Supervisors (Board) with a recommendation of approval (Attachment 1). The proposed policies and maps change the planned land use within the Arcola Area/Route 50 corridor to allow retail land uses in the Business Community and Industrial Community designations subject to certain criteria; increased residential uses outside of the Ldn 65 within the Business community (for the area north of Rt. 50, west of Loudoun County Parkway and east of Rt. 606 Relocated, new residential development will not be permitted outside the Village of Arcola and the Village Perimeter Transition Area); a Hybrid Retail Center Overlay south of Route 50; a Destination Retail Overlay north of Route 50; revitalization of the Village of Arcola and the creation of a Village transition area; architectural design policies; landscaping policies; economic development policies; and transportation policies.

Staff will provide a briefing to the Transportation Land Use Committee on the draft policies. The CPAM is currently scheduled for the Board of Supervisor's July 25, 2006 Public Hearing.

BACKGROUND:

On October 18, 2005, the Board of Supervisors initiated an amendment to the Revised General Plan to develop policies targeted to implement the Route 50 Task Force Report recommendations.

The task force report, published in July 2005, include recommendations relating to: (i) land use policies that provide for increased retail, residential, civic, and cultural uses that enhance the Route 50 corridor and revitalize the Arcola area; (ii) amendments to the Countywide Transportation Plan to address Task Force recommended changes; (iii) Zoning Ordinance language necessary to implement Entrance Gateway landscape recommendations; (iv) changes to the CLI District and the creation of a Planned Development Mixed Use Business District; and, (v) Design Cabinet review of the draft architectural guidelines. The proposed plan amendment addresses land use policies only. The remaining items, ii-v, relate to changes to the Countywide Transportation Plan and Zoning Ordinance and will be addressed under separate work efforts and within varying timeframes.

SCOPE OF ACTIVITIES

The Planning Commission received a briefing on the draft policies on March 6, 2006. Given the extensive community outreach and numerous community meetings convened as part of the development of the Route 50 Task Force Report, additional formal public input was not solicited prior to the Commission receiving the draft policies. At the Commission's request, staff briefed the Route 50 Task Force on the draft policies on April 6, 2006. The Planning Commission held a Public Hearing on April 17, 2006.

On April 24, 2006, the Planning Commission met in worksession to discuss the draft policies and issues raised at the April 17, 2006 Public Hearing. On May 1 2006, the Commission voted 5-0-4 (Beerman, Klancher, Ruedisueli, Volpe, Whitmore - yes; Elgin, Herbert, Hsu, Syska-absent) to forward the draft policies to the Board with a recommendation of approval. The Proposed Planned Land Use Map was amended to (1) incorporate the Slave Quarters site into the Village Perimeter Transition Area, and (2) to increase the density to 24-dwelling-units-per-acre adjacent to the lifestyle hub as well as the bonus density permitted in the Village of Arcola and Village Perimeter Transition Area.

Also on May 1, 2006, the Commission was presented with the final Route 50 Corridor Retail Market Analysis prepared by BBP Associates. This report represents the culmination of a retail market study along the Route 50 corridor for the purposes of making recommendations regarding new retail development and its placement, phasing, configurations, and mix with other land uses. This document is available online.

On May 8, 2006, the Commission reconsidered CPAM 2005-0007 forwarded on May 1, 2006 and revised the draft policies to (1) specify that non-residential uses must be present to support adjacent 100% residential projects and (2) that residential projects will be permitted up to 24.0 dwelling units per acre within the Lifestyle "hub". The Commission then requested additional information regarding transportation impacts and capital facility costs associated with higher residential densities.

On May 22, 2006, the Commission voted 5-4 (Herbert, Hsu, Ruedisueli, Syska, Volpe - yes; Beerman, Elgin, Klancher, Whitmore - no) to forward CPAM 2005-0007 to the Board with a recommendation of denial. The findings for denial were based on the proximity of high density residential to the airport.

On June 5, 2006, the Planning Commission reconsidered the May 22nd action and voted 7-1-1 (Beerman, Elgin, Hsu, Klancher, Syska, Volpe, Whitmore - yes; Ruedisueli - no; Herbert - abstain) to forward draft policies and a proposed land use map to the Board of Supervisors with a recommendation of approval. The revised policies remove high density residential and the Lifestyle "hub" from the proposed land use mix.

Staff Contact: Cynthia Keegan, Planning Department

DRAFT

The following policy language and land use map will be added to the Revised General Plan as a specific plan for the Arcola Area/Route 50 Corridor. Other policies of the Comprehensive Plan will apply as appropriate.

Green, double strike-through text at the end of this document is to be deleted from the Revised General Plan, Chapter 4, Policy 11, pg. 4-9, and CPAM 1996-0001, Countywide Retail Policy Plan Amendment (Retail Plan).

Arcola Area/Route 50 Corridor Plan

General Policies

1. The County anticipates the development of business and industrial communities in the Route 50 corridor.
2. Destination retail uses are limited to a portion of the planned Business area on the north side of the Route 50 corridor except as permitted in hybrid retail centers (See Arcola Area/Route 50 Corridor Planned Land Use Map).
3. The County anticipates the revitalization of the Village of Arcola through a mix of uses that will function as an alternative shopping and working environment to the nearby planned Business uses. (New residential uses within the village of Arcola and the perimeter transition area are permissible.)
4. While the County will seek to maintain the viability of existing industries within the Village and Village Perimeter Transition Area, new industrial uses requiring outside material or equipment storage or involving heavy equipment repair and similar activities will be located outside the Village and Village Perimeter Transition Area.
5. The County envisions a Village Perimeter Transition Area surrounding the Village of Arcola that provides for a transition between the smaller scale uses and compact pedestrian design of the Village and the large footprint retail and employment uses nearby.
6. The Arcola Area/Route 50 Corridor Planned Land Use Map provides additional direction for the transportation network within the corridor. Final alignments may be adjusted through the development review process provided the function and capacity of the system is not reduced.
7. New development will achieve and maintain acceptable levels of transportation service by completing the planned road network and supporting alternative transportation modes. It is anticipated that new road and transportation proffers will be provided in the initial phases of new developments.

8. The County supports the creation of a business zoning district as a means to implement the policies of the Arcola Area/Route 50 Corridor Plan.

Architectural Design Policies

1. The County shall develop general design guidelines to support architectural consistency throughout the corridor area that promotes a sense of place and provides for attractive areas for businesses and tourism opportunities.
2. The County shall encourage that architectural guidelines be developed by the developer for all new developments.
3. The County recommends the establishment of a Route 50 Architectural Review Advisory Board or Committee as part of the Route 50 Task Force to assist in developing and refining architectural guidelines for the Route 50 corridor.
4. The County will consider incentives for property owners to upgrade their buildings by incorporating recommended architectural treatments and features through the development of a Route 50 corridor improvement fund.

Landscaping Policies

1. To provide for an aesthetically pleasing corridor, all properties along Route 50 will be developed with a unified and aesthetic treatment of setbacks and landscaping consistent with the landscaping guidelines established as a result of the Route 50 Task Force Report.
2. The County will consider providing incentives for property owners to upgrade their landscaping and/or provide landscaping easements on portions of their property for plantings by others. Incentives shall include but not be limited to:
 - Crediting landscape easements as open space for the purposes of meeting Plan open space recommendations.
 - Establishing a Route 50 corridor improvement fund, created by open space proffer contributions, to facilitate planting in areas that need assistance in upgrading or installing landscaping.
 - Creating incentives for landscaping contractors and maintenance contractors who are interested in performing work associated with the Route 50 landscaping upgrades and maintenance.

Economic Development Policies

1. The County encourages an economic development focus within the corridor to include offices, light industrial, industrial, retail and other tourism-related opportunities (such as, restaurants, hotel accommodations).
2. Regional Office and Light Industrial communities will be the predominant component of Business areas. Development proposals will develop with office and/or light industrial uses to ensure the County attains the employment land uses envisioned for Business Communities.
3. The County encourages a Fiber-to-the-Premise infrastructure for developments that provide County residents with a “bundled” offering of services: internet, cable, and telephone service.
4. The County encourages higher Floor Area Ratios (FARs) for proposed non-residential development to ensure that land situated along Route 50 will build out to its full potential. The County discourages development of one-story buildings, which could limit the future build-out potential, resulting in a loss of employment base and tax revenue.
5. The County will promote through its Economic Development Commission properties within the corridor to businesses seeking to enter or expand within the County.
6. The County supports the development of a cultural destination site at the Slave Quarters site in the Arcola area. The County envisions an expanded civic area along Route 606 Extended and Hutchison Drive to include cultural uses and the Slave Quarters site. County staff will coordinate with the Loudoun County Visitors Association (LCVA) when considering new development in this area.

Transportation Policies

1. Transportation improvements are to include a consolidation and reduction of access points along Route 50, upgraded interchanges, the development of north and south “collector” roads, and the realignment of future roadways.
2. To ensure a coordinated and efficient transportation system within the corridor, the County recommends extensive cooperation among County transportation officials, Fairfax County, the Virginia Department of Transportation, Metropolitan Washington Airports Authority, and Route 50 corridor property owners.
3. The County recommends specific alignments for the north collector road, portions of Tall Cedars Parkway and Defender Drive, Route 606 Extended (the west spine road) and existing Route 659 as shown on the Arcola Area/Route 50 Corridor Planned Land Use Map.

4. Right-of-way for the ultimate road section for Route 50 must be provided as each new development application for frontage properties is processed.
5. The County supports the development of alternative forms of transportation in the corridor such as mass transportation, bicycle and pedestrian travelways.

Business Community Policies

General Policies

1. In the Route 50 Corridor, areas designated Business Community shall be subject to the policies and land use mix ratios of Chapter 6 of the Revised General Plan except as modified or supplemented below.
2. In order to address the deficit of retail uses as well as the potential for tourism in the Route 50 corridor, the County will consider commercial retail and service uses in the Business Community within the Route 50 corridor that exceeds the 10 percent retail maximum recommended in the Business Community policies of Chapter 6 of the Revised General Plan. The County will use the following criteria to evaluate proposals for increased retail uses in the Route 50 corridor:
 - a. The retail use provides the goods and services needed by local employment and residential communities and/or supports the development of tourism in the Route 50 corridor;
 - b. The retail use is compatible with and can illustrate a coordinated design, transportation or other relationship with the surrounding communities that exist or have been approved;
 - c. The retail use does not access Route 50 directly;
 - d. The proposal provides appropriate and adequate transportation infrastructure; and
 - e. The proposal conforms to the Route 50 Entrance Gateway Guidelines.
3. For the area north of Rt. 50, west of Loudoun County Parkway and east of Rt. 606 Relocated, new residential development will not be permitted outside the Village of Arcola and the Village Perimeter Transition Area. New residential development will be permitted inside the Village of Arcola and the Village Perimeter Transition Area where it is outside the 65 Ldn noise contour.

General Industrial Policies

1. In the Route 50 Corridor, areas designated General Industrial shall be subject to the Industrial Community policies of the Revised General Plan except as modified or supplemented below.
2. The County will consider additional commercial retail and service uses in General Industrial developments within the Route 50 corridor that exceed the specified land use mix. The County will use the following criteria to evaluate proposals for increased retail uses in General Industrial areas:
 - a. The retail use provides the goods and services needed by local employment and/or supports the development of tourism in the Route 50 corridor;
 - b. The retail use is compatible with the surrounding Industrial communities that exist or have been approved/proposed;
 - c. The retail use does not access Route 50 directly;
 - d. The proposal provides appropriate and adequate transportation infrastructure; and
 - e. The proposal conforms with policies in the Retail Plan and the Route 50 Entrance Gateway Guidelines.
3. The County will support industrial uses as the preferred use in designated Industrial Communities. Proposed uses shall ensure that their development does not jeopardize the viability of existing industries.
4. The County will protect the Chantilly Crushed Stone Quarry from incompatible neighboring uses by ensuring that encroaching new development not hinder the operation of the quarry.

Hybrid Retail Center Policies

1. The County supports the development of retail uses in Dulles South that provide for convenience and routine shopping needs, generally defined as Service-Based Retail, and also that provide some comparative and specialty goods, generally found in Destination Retail centers. A hybrid retail center type, can be developed south of the Route 50 corridor in the area designated Hybrid Retail Center Overlay on the Arcola Area/Route 50 Land Use Map.

2. The Hybrid Retail Center may provide for convenience goods (such as food, drugs), personal services (such as cleaners, banking), and a variety of merchandise (such as apparel, hardware, appliances). The Hybrid Retail center may include variety stores, discount and junior department stores, and off-price stores.
3. Hybrid Retail centers (generally 250,000 to 450,000 sq. ft.) will be permitted to develop fronting the Route 50 parallel roads in the designated area. These centers will be permitted interim direct access to Route 50, but will ultimately have access from the planned parallel roads, at which time, direct access to Route 50 will be terminated. The proposal will conform to the Route 50 Entrance Gateway Guidelines.
4. The County will seek to limit strip retail development in the Route 50 corridor by encouraging the consolidation of CLI properties with other properties to encourage coordinated development with minimal access points.

The Village of Arcola and Village Perimeter Transition Area

General Policies

1. The County supports the revitalization of the Village of Arcola and the development of a Perimeter Transition Area surrounding the Village that will protect the Village from larger scale, higher intensity development.
2. The Village will function as an alternative shopping and working environment to the destination retail and large-scale employment uses proposed to the east. New development in the Village will be evaluated by its contribution to achieving the following objectives:
 - a. A mix of land uses including dwellings, retail, office, institutional uses, public facilities, parks, playgrounds and other uses offering goods and services to surrounding neighborhoods;
 - b. Preservation and adaptive reuse of existing buildings where such buildings contribute to historic character of the community;
 - c. A pattern of development that emulates the existing Village lot pattern with smaller buildings in the Village area and larger footprint development locating closer to the Business Community areas to the east, buildings oriented to the street encouraging pedestrian activity, and using architectural design, materials, color, signage and lighting to establish and maintain a unified village design concept;

- d. A mix of open space to include active, passive and natural open space areas, with particular emphasis on preserving mature vegetation and using features such as floodplains and hedgerows to buffer and separate different uses;
 - e. A range of community civic uses including churches, community centers, libraries and cultural attractions;
 - f. Recreational opportunities and open space; and,
 - g. Numerous safe and convenient walkways and streets connecting the Village to the surrounding areas.
 - h. New development in the Village will be evaluated on compatibility with surrounding uses, availability of adequate roads, services and infrastructure, relationship to existing cultural and environmental resources, contribution to the village land use pattern and conformance with the village design objectives.
3. To protect and enhance the character and cultural importance of the historically significant areas in the Village and the Village Perimeter Transition Area, the County shall work with the local community towards the designation of County Historic and Cultural Conservation Districts to protect resources such as the Slave Quarters and the Arcola Methodist Church.
 4. Retail and office proposals will combine open and civic space in features such as pedestrian promenades and plazas, public art, entrance features, linear parks and trails, outdoor seating, lawns and greens and similar design features that invite pedestrian activity.
 5. For individual uses, landscaped open space will frame pedestrian spaces and walkways, courtyards, front yards and street frontage.
 6. The County supports reduced parking standards, shared parking and remote parking in the Village and Village Perimeter Transition Area.

Retail Development Policies

1. Retail development within the Village will establish and maintain a pedestrian scale, walkable shopping experience offering such features as entrances immediately adjacent to sidewalks, pedestrian amenities, outdoor eating areas, screened parking, on-street parking, parks and playgrounds and a variety of impulse, specialty outlets and services.
2. Retail and flex industrial uses requiring building footprints larger than 10,000 square feet or heights greater than three stories should locate outside the Village but may locate within the Village Perimeter Transition Area when such uses are similar in

scale to adjacent uses or sufficiently buffered from adjacent uses to screen the difference in scale or design.

3. Retail uses within the Village will use architectural features, materials, color, building scale, landscaping and other means to create a common design theme within the Village and will reduce the potential impact of building size, exterior cladding of the building, signs, parking and other features. Pedestrian and vehicular circulation systems in and around the retail uses will form a safe and convenient network. Outdoor lighting and signs will be small and low profile to reflect the pedestrian nature of the community.
4. Retail buildings offering residential or office uses on upper floors are encouraged in the Village. Second story uses shall not be credited against density limits for planning purposes.
5. New automobile-oriented retail uses such as building supply; nursery operations; auto dealers; truck terminals; warehousing; service stations; furniture stores; drive-through restaurants and drive-through banks will not be permitted in the Village or Village Perimeter Transition Area.
6. Where possible, and in coordination with VDOT, the County will credit on-street parking adjacent to a commercial use toward meeting parking requirements in the Village and Village Perimeter Transition Area.
7. To maintain the integrity of an established streetscape or lot pattern and to minimize parking lot frontage along streets within the Village or Village Perimeter Transition Area, parking lots more than 70 feet wide will be placed to the rear of buildings or will be separated from the street by a landscaped park/buffer designed to function as a public space.

Employment Use Policies

1. Offices and flex industrial uses requiring building footprints larger than 10,000 square feet or heights greater than three stories should locate outside the Village but may locate within the Village Perimeter Transition Area when such uses are similar in scale to adjacent uses. Larger uses will otherwise comply with Village policies.
2. In evaluating proposed employment uses, the following will be considered:
 - a. The compatibility of the proposal with adjacent uses in terms of scale, operational activities (parking, loading, noise, odor...), signs, and other associated features;
 - b. The available capacity of utilities and roads and safe and convenient pedestrian linkages to residential and retail uses in the Village;

- c. The potential fiscal and environmental impacts of the proposal;
 - d. The relationship of the proposed use to the Village land use and design policies;
and
 - e. Other matters that may determine how the proposal relates to County policy.
- 3. Two and three story buildings, particularly those that provide a mixture of uses are encouraged in the Village and Village Perimeter Transition Area.
 - 4. While the County will seek to maintain the viability of existing industries within the Village and Village Perimeter Transition Area, new industrial uses requiring outside material or equipment storage or involving heavy equipment repair and similar activities will be located outside the Village and Village Perimeter Transition Areas.

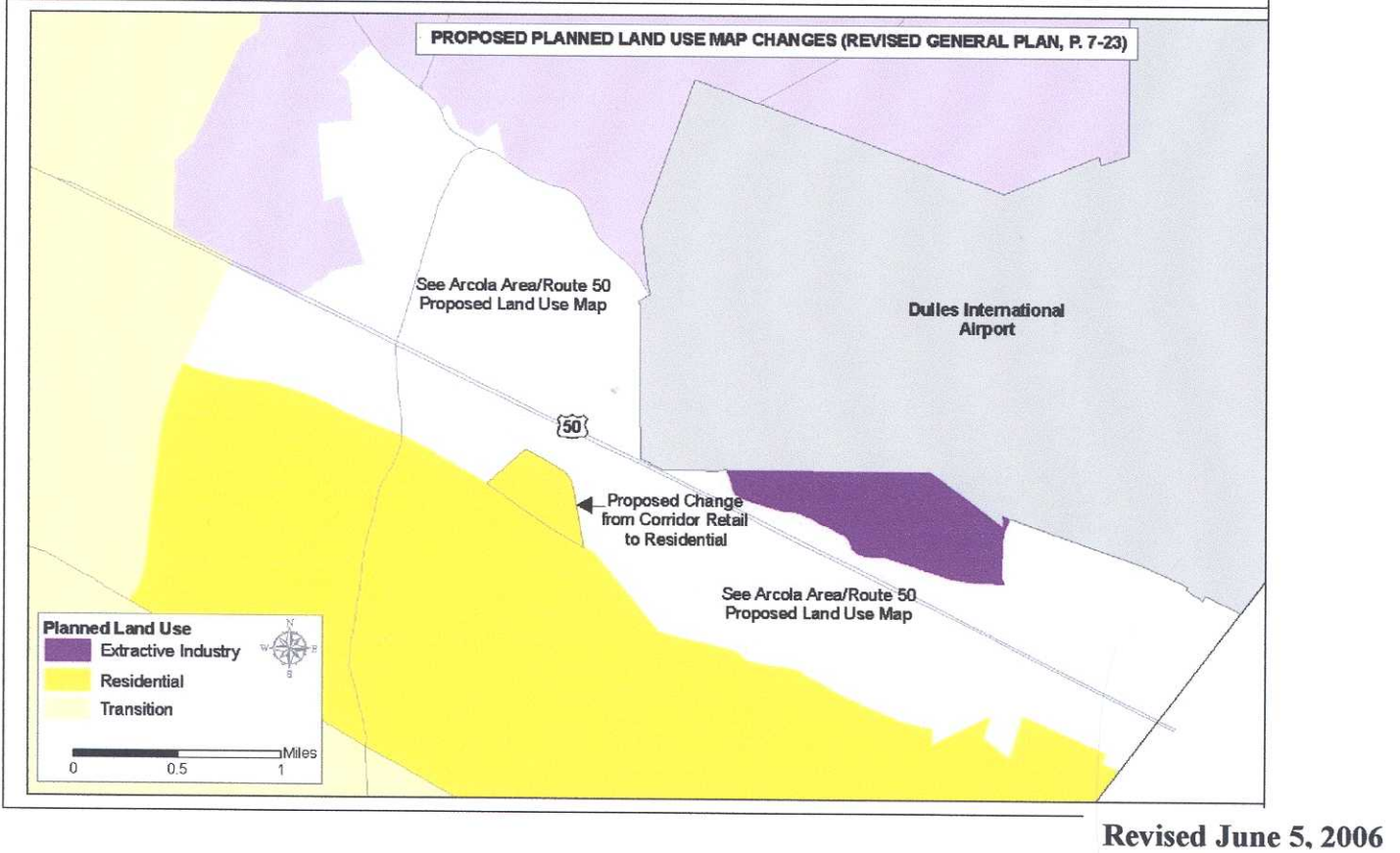
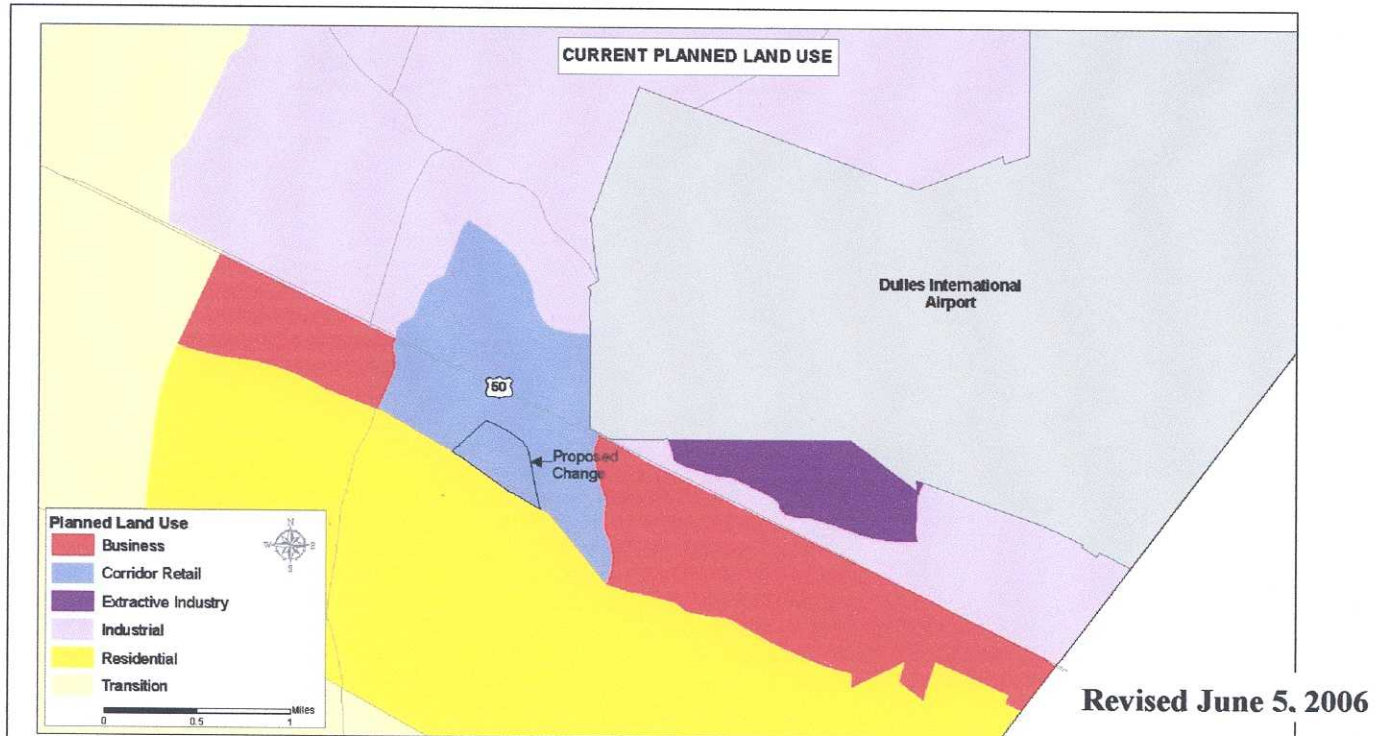
Residential Development Policies

- 1. The County may permit residential rezoning at densities up to 4.0 dwelling units per acre in the Village and in the Village Perimeter Transition Area depending upon the availability of utilities, transportation infrastructure, public facilities, participation in open-space preservation efforts, and compatibility with surrounding uses. All residential proposals will offer convenient and safe access to surrounding recreation, retail and employment uses.
- 2. Residential development above first floor retail or employment uses is strongly encouraged in the Village and shall not be calculated towards the planned residential density of a project.

The following definition is to be added to the Glossary:

Hybrid Retail Center: A type of retail center that is found in the Arcola Area/Route 50 corridor that provides for convenience and routine shopping needs, generally defined as Service-Based Retail, as well as some comparative and speciality goods, generally found in Destination Retail centers.

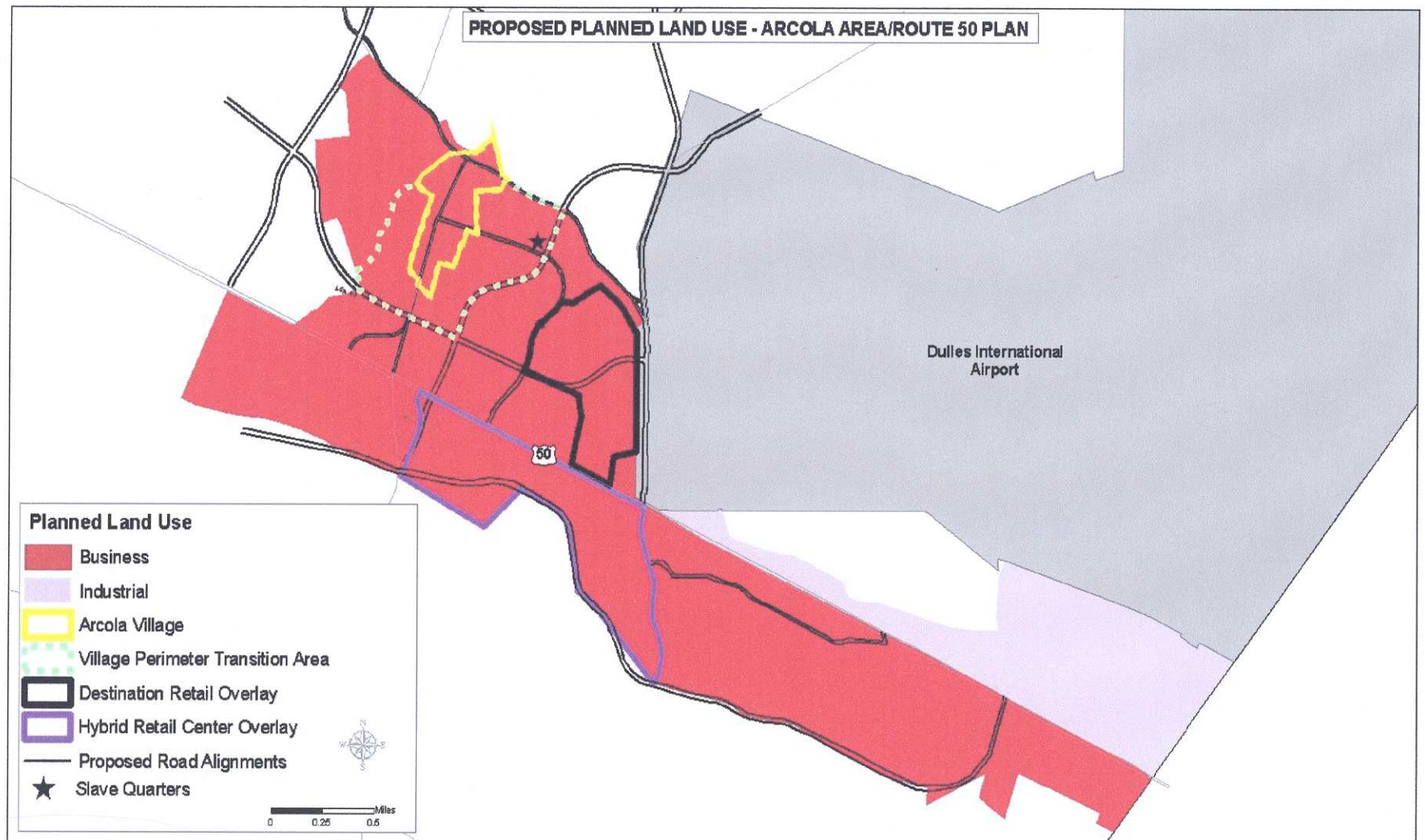
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DRAFT

CPAM 2005-0007, Arcola Area/Route 50 Comprehensive Plan Amendment
Planning Commission Proposed Policies
June 5, 2006



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The following policies to be deleted from the Revised General Plan, Chapter 4, Policy 11, pg. 4-9.

~~11. All land proximate to the airport and in the noise zones will be planned for industrial and other non residential development.~~

The following policies to be deleted from CPAM 1996-0001, Countywide Retail Policy Plan Amendment; pgs. 11-13.

The Route 50 Corridor

- ~~1. The County supports the development of retail uses in Dulles South that provide for convenience and routine shopping needs, generally defined as Service Based Retail, and also that provide some comparative and specialty goods, generally found in Destination Retail centers. A hybrid retail center type, called a Corridor Retail center, can be developed in the Route 50 corridor. Up to 2,000,000 sq. ft. of Corridor Retail uses can be developed in the area designated for such uses.~~
- ~~2. The Corridor Retail center may provide for convenience goods (such as food, drugs), personal services (such as cleaners, banking), and a variety of merchandise (such as apparel, hardware, appliances). The Corridor Retail center may include variety stores, discount and junior department stores, and off price stores.~~
- ~~3. The area designated for Corridor Retail centers extends east from the planned west spine road to the Route 606 intersection, and between the planned north and south parallel collector roads as located in the Countywide Transportation Plan. (See Map, p. 24)~~
- ~~4. Corridor Retail centers (generally 250,000 to 450,000 sq. ft.) will be permitted to develop fronting the Route 50 parallel roads in the designated area. These centers will be permitted interim direct access to Route 50, but will ultimately have access from the planned parallel roads, at which time, direct access to Route 50 will be terminated. These centers will include a 300' open space easement along Route 50.~~
- ~~5. The County will consider the development of a large Corridor Retail center up to 1,000,000 sq. ft. fronting the parallel roads subject to conformance with the following criteria:~~
 - ~~a. Detrimental impacts on adjoining residential and mixed use communities are mitigated through such measures as landscaping, buffering, setbacks;~~
 - ~~b. Existing CLI frontage is consolidated and adjacent CLI properties are provided with interparcel access;~~

- ~~c. No direct access to a principal arterial will be permitted. Access will be provided via major or minor collector roads or minor arterials;~~
- ~~d. A minimum of two ingress and egress access points with two in-out bound lanes will be required. Additional access points may be required depending on the size of the proposed Corridor Retail center;~~
- ~~e. Transportation impacts attributable to the proposed use need to be mitigated;~~
- ~~f. A 300' open space easement is established at the rear of the center to front Route 50;~~
- ~~g. The proposed center meets the Retail CPAM Design Guidelines;~~
- ~~h. A unified sign program integral to the overall shopping center design is provided.~~
- ~~6. Single tenant, individual, freestanding stores (larger than 50,000 sq. ft.) may also develop in Corridor Retail centers, subject to the Freestanding Retail policies included in the Retail CPAM. The Zoning Ordinance will be amended to provide for such uses in retail centers by special exception.~~
- ~~7. The Dulles South Area Management Plan (DSAMP) envisions the development of a "downtown" for Dulles South, described in the plan as a Regional Hub. The County anticipates that other uses (such as office, light industrial, civic uses) will develop in the area designated for Corridor Retail centers (as described in the DSAMP Regional Hub land use matrix) to achieve the downtown envisioned by the County.~~
- ~~8. The County will seek to limit strip retail development in the Route 50 corridor by encouraging the consolidation of CLI properties with other properties to encourage coordinated development with minimal access points.~~
- ~~9. For Corridor and Community Retail Center applications, provisions should be made for construction of the planned parallel roads adjacent to Route 50 on-site and off-site with transportation impacts attributable to the site mitigated. These parallel roads should adequately disperse traffic and provide access between planned and existing roads~~

